

Meeting Taker:	Cabinet Member for Clean Air, Streets and Waste
Date:	23 July 2024
Report title:	Adoption of Walking, Cycling and Electric Vehicle (EV) Charging Plans
Ward(s) or groups affected:	All
Classification:	Open
Reason for lateness (if applicable):	Not applicable
From:	Director of Environment

RECOMMENDATIONS

1. That the Cabinet Member for Clean Air, Streets and Waste (“Cabinet Member”):
 - (a) notes the outcome of the consultation exercises carried out in relation to the draft Walking Plan, the Cycling Plan and Electric Vehicle (“EV”) Plan;
 - (b) approves the adoption of the revised Walking Plan, the Cycling Plan and EV Plan at Appendix 1, 2, and 3 respectively; and
 - (c) approves the proposed consultation on the Freight Plan, as noted in paragraphs 9 and 10.

BACKGROUND INFORMATION

2. On 10th July 2023, Cabinet approved the Streets for People strategy. This strategy sets out how the council will reclaim space for our communities, to connect and socialise, to make healthy and safe journeys, to support a thriving economy, and to protect our natural world. The strategy also commits to reducing driving from 21% to 11% by 2030 to meet the Council’s climate change target.
3. Cabinet also agreed that further consultation be undertaken which included specific consultation on residents’ views on the draft Walking, Cycling and EV plan that support the Streets for People strategy.
4. The recommendations set out in this report are reserved for decision by the Cabinet Member in accordance with paragraph 13, Part 3D of the council’s constitution:

‘Sign off any plan or strategy or programme when completed or take decisions where no further significant cabinet approval is required.’

5. In summary, the Plans seek to deliver the following:

Walking plan

6. This plan has developed a grid of walking routes within 200 metres of every resident in Southwark. The work comprised of:
- an assessment of existing routes to establish their location and quality, e.g. whether safe and well maintained.
 - Improvement of existing routes where required.
 - Establishment of new walking routes where needed.

Cycling plan

7. This plan details the council's aspirations and objectives in relation to cycling in Southwark. Its main objectives are to:
- Ensure cycling is accessible to all people, on all types of bikes, with all levels of experience and confidence.
 - Encourage cycling across all demographic groups and provide access to cycles for all. This includes increasing support for cargo bikes for residents and businesses.
 - Produce a plan for a borough-wide cycle network.
 - Make routes as safe as possible.
 - Create a borough wide network of well-signed, direct routes that prioritise cyclists over motor vehicles and are as smooth as possible.
 - Deliver cycle parking across the borough for residents, visitors, and businesses.

EV Plan

8. This plan details the continued expansion of EV charging infrastructure in the borough using the key principles of accessibility, inclusion, flexibility, and future proofing. The work to implement this plan comprised of:
- Producing a strategic vision for the roll out of EV infrastructure specifically between 2023 and 2026 but also on to 2030.
 - Consideration of the type of charging, locations, and timescales for delivery.
 - Identification of the funding and delivery models for the future roll-out of EV charging.
 - Alignment with the council's Streets for People priority to prioritise sustainable and active travel, ahead of a switch to EV vehicles.
 - Consideration of how best to maximise council assets when delivering the strategy.

Freight Plan

9. The Freight Plan is the fourth plan (following the Walking, Cycling and EV plans) the council has committed to develop as part of the Streets for People strategy. The Streets for People strategy has committed to 'reduce the impact of freight on our streets and support business to operate sustainably and efficiently.' The council will:
 - Develop and deliver a Sustainable Freight and Last Mile Delivery Hubs Plan by 2024 that prioritises areas of greatest need and potential.
 - Support local businesses to switch to cargo bikes and sustainable freight methods to reduce congestion and reliance on larger vehicles and to increase year-on-year proportion of commercial deliveries using low and zero-emission vehicles.
10. Officers recommend that a consultation on the Freight Plan takes place in autumn 2024 to inform the final plan.

KEY ISSUES FOR CONSIDERATION

11. Consultation on the Walking, Cycling and EV plans took place between November 2023 and January 2024. The full reports detailing the questions asked and the responses are attached at Appendices 4, 5 and 6. The key information gathered was as follows:

Walking Plan

12. There were 64 respondents in total. Most people who responded to the consultation felt positive about the vision and would like to see the Walking Plan implemented. The majority liked the idea of widening and decluttering pavements, creating safer crossings, reducing, and slowing motor vehicles, the creation of a network of routes, the need for rest and shelter and improving cycle facilities to reduce pavement cycling.
13. The following were identified by respondents as issues not sufficiently addressed in the draft Walking Plan and could be improved in the revised version:
 - Cycling and scooting on pavement and the enforcement of it.
 - Pavement maintenance is considered a basic and should be a priority.
 - E-scooters and e-bikes abandoned on the pavements are a hazard that make it difficult to walk and present high risk of trips and falls. Better management of these are needed.
 - Lack of or inadequate crossings.
 - Dangerous driving and dangerous behaviour from cyclists are not enforced.
 - Personal safety, especially when dark and for women, is not considered enough.

- Seating, toilets, and places to rest are needed for those who can't walk for long.
 - More consideration of different geographic areas and topography e.g. hills.
14. The vision and policy proposals of the Walking Plan remain largely unchanged following the consultation exercise. Any changes made have focused on rewriting some sections to make the policy clearer. Examples of clarification include making it clearer that the Walking and Wheeling Network is reactive, focused on allocating benefits where they will be most useful, that motor vehicle access will be protected for all residents, and we will refine our street design guidance to help deliver the Walking Plan.
 15. The updated and final version of the Walking Plan is shown at Appendix 1. This is the version presented to the Cabinet Member for adoption.

Cycling Plan

16. There were 260 respondents in total. About three quarters of respondents gave positive feedback on the plan and vision. Many wanted to see it implemented sooner than planned and that the council needs to have ambitious timescales to make it "real." Five respondents were worried that the council wouldn't deliver, and that it needed to make sure that in delivering the Cycling Plan it wouldn't slow down public transport.
17. A recurring comment from the consultation was that it is less important to make cycling faster. Respondents noted that there should be direct routes, but it is important to prioritise safety over everything else. People prefer to take a bit more time but arrive safe at their destination having enjoyed the ride.
18. Issues that respondents identified in the consultation included:
 - Bike theft.
 - Highway maintenance/the need to fix potholes.
 - The Cycling Plan may be discriminatory against people who can't cycle (e.g. the elderly and disabled).
 - How to stop bad cyclist behaviour.
 - The cycle network being accessible for all types of bikes.
 - Safe junctions and protected cycle lanes.
19. The council's direction and intent of the Cycling Plan remains the same, with clear commitments to increase cycle provision and safety. Officers have made simple changes to clarify and simplify the language and statements.
20. Some objectives have been reordered and their deliverability has been refined. A new objective (2.5) has been added to provide security marking for 50,000 cycles; and officers have also amended the provision of rental cargo bikes in town centres to an achievable level. The council has now committed to review the two bike cap per applicant household in cycle hangars to ensure the council doesn't penalise residents living with friends or families.

21. A further addition is the council's commitment that 10% of on-street vehicle parking spaces will be converted to cycle parking.
22. The plan also now includes greater consideration of personal safety and night time routes in places such as parks.
23. The updated and final version of the Cycling Plan following consultation is at Appendix 2. This is the version presented to the Cabinet Member for adoption.

EV Plan

24. Twenty-two respondents submitted comments on the EV Plan during consultation. There was a wide variety of responses to the vision.
25. Five respondents were positive towards the overall direction with one respondent saying "Looks like a sensible plan."
26. Some of the respondents appreciated that the plan was placed in an overall context of reducing car use: "It's great to see the council recognise that reducing driving is the priority and that EVs are aimed at essential motor vehicle journeys only."
27. Respondents identified the following as issues that were not sufficiently addressed in the draft plan and could be improved in the revised version:
 - Would like to see more emphasis on increasing access to chargers.
 - Price was a factor.
 - It was wrong to focus on electric vehicles at all.
28. The council's overarching vision and ambition of the EV Plan remains unchanged following the consultation exercise, with the immediate priority being a reduction in overall vehicle numbers in the borough, followed by a transition of those remaining vehicles from petrol and diesel to electric.
29. However, officers made changes to the plan, to recognise that the cost of EVs is currently prohibitive for many residents in the borough. Following consultation feedback, the trial of dedicated EV bays adjacent to charging points has been expanded to cover areas outside of controlled parking zones ("CPZ"), as this was originally proposed to be limited to CPZ only areas of the borough in the draft version of the plan.
30. The updated and final version of the EV Plan following consultation is shown at Appendix 3. This is the version presented to the Cabinet Member for adoption.

Policy framework implications

31. The adoption of the Walking, Cycling and EV plans support the delivery of the following pledges and objectives of the Streets for People strategy:

Pledges:

- Your home will be within 200m of a safe and pleasant walking route.
- Your bike will have a place in a cycle hangar within six months of applying.
- Your neighbourhood will have parking spaces for cycles, e-bikes, hire cars, electric vehicles and disabled parking

Objectives:

- Objective 1. Reduce the need to own or use a car.
 - Objective 2. Create good quality space that is accessible for all people.
 - Objective 5. Make walking, cycling, and wheeling easier.
 - Objective 6. Make walking, cycling, and wheeling easier for children and young people.
 - Objective 11. Reduce emissions from transport and improve air quality.
32. The adoption of the plans will support working towards the council's target of being carbon neutral by 2030 as detailed in the councils Climate Change Strategy. Specifically, there are 14 actions within the Climate Change Strategy Action Plan Priority 2 – Active and Sustainable Travel that aim to:
- Reduce car journeys to a minimum by 2030
 - Encourage and support residents and businesses to switch away from petrol and diesel vehicles.
 - Be a borough where walking and cycling becomes the default way to get around.
33. The adoption of the plans will also support achieving a Healthy Environment as referred to in the Council's Delivery Plan:
- Create safe, healthy, green streets: – Working with local communities to design safer, greener and healthier streets for walking and cycling.
 - Improving safety at junctions and crossings
 - Make Southwark a Cycle Friendly borough.
 - Reduce air pollution from vehicles:
34. The adoption of the plans will also support delivery of the following priorities in the Council's Air Quality Action Plan:
- Assess potential impact of installing Ultra-Low Emission Vehicle (ULEV) infrastructure (electric vehicle charging points, rapid electric vehicle charging points).
 - Increase uptake of electric vehicles and ensure electric vehicle charging infrastructure provision and maintenance keeps pace with growth in Southwark.
 - Provide new cycling and walking infrastructure and assess air quality impacts of new infrastructure.

35. The adoption of the plans will also support the delivery of Southwark 2030 in that the priorities will impact positively in addressing key goals including a safer Southwark and a healthy environment.

Community, equalities (including socio-economic) and health impacts

Community impact statement

36. From August 2023 – March 2024 the council undertook the largest engagement exercise it has ever run with over 9,000 people taking part. Residents were asked what they would like to see on their street and in their neighbourhood. This gave residents the opportunity to suggest walking and cycling improvements alongside where they would like new EV charging points. The majority of respondents to the consultation were from a white ethnic background; however the large scale programme of door knocking / surveying did succeed in increasing engagement with those from other ethnic backgrounds. A separate survey was also carried out for young people which received 252 responses. In-person engagement sessions with primary school classes also took place, reaching 606 children.

Equalities (including socio-economic) impact statement

37. The Public Sector Equality Duty (“PSED”) is set out in section 149 of the Equality Act 2010 which requires the council, in the exercise of its functions, to have due regard to the need to:

- eliminate discrimination, harassment and victimisation;
- advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it;
- foster good relations between persons who share a relevant protected characteristic and those who do not share it.

An Equalities Impact and Needs Analysis has been undertaken in light of the council’s PSED to assess the impacts of the Walking Plan, the Cycling Plan, and the EV Plan on groups with protected characteristics and to assess whether any mitigating actions could be taken to promote equality and tackle inequalities (see Appendix 7).

Walking Plan

38. The Walking Plan will have a positive impact on children and young people due to the implementation of new walk-to-school routes and school streets. It will also have a positive impact on older people due to the implementation of safe walking routes that meet the criteria as set out in the equal pavements pledge. It is likely to benefit those with disabilities due to delivering wider pedestrian paths where possible and ensuring these are free from trip hazards, making wheeling easier. The plan is also likely to be beneficial to those on maternity leave by making pavements flatter/wider which will make it easier to walk with a pram. Rest spots will also support parents to feed their new babies on the go.

39. Reduction in traffic encouraged by the Walking Plan will reduce air pollution and as such should have a positive impact on those from Black, Asian and Minority Ethnic groups who are likely to live on higher trafficked roads and live in areas with high air pollution.
40. The Walking Plan commits to ensuring places to walk are safe through the implementation of a network of safe walking routes that meet the criteria as set out in the equal pavements pledge which may increase the uptake of walking for women and those from the LGBTQ+ communities who are particularly vulnerable to violence in public spaces.

Cycling Plan

41. The Cycling Plan is likely to have a positive impact on children and young people because of the offer for cycle training in all schools and the commitment to enable schools to support cycle-to-school routes. Children will also be able to access refurbished bikes and learn skills to maintain them. Children can also access specialist types of bikes where needed.
42. Cycle hire schemes will include adaptive cycles and disabled residents will be given the option of requesting an accessible, convenient and secure cycle hangar for an adaptive bike. The Cycling Plan has also committed to review all existing and proposed cycle infrastructure using our Accessible Cycling Tool to ensure our routes are accessible to all types of cycles.
43. By making cycling more accessible to everyone those who are pregnant or have recently given birth may feel more able to continue/start cycling. Reduction in traffic encouraged by the Cycling Plan will reduce air pollution and as such should have a positive impact on those from Black, Asian and Minority Ethnic groups who are likely to live on higher trafficked roads and live in areas with high air pollution. The Cycling Plan also commits to greatly broadening the appeal of cycling amongst underrepresented groups including women.

EV Plan

44. The EV Plan may have a positive impact on air quality. Emissions from the tailpipe of EVs are removed, reducing nitrous oxide and carbon dioxide locally in the atmosphere and improving air quality. This may particularly benefit older people, children and those from Black, Asian and Minority Ethnic backgrounds. This is because these groups are more likely to suffer from health problems linked to poor air quality. The EV Plan has committed to ensuring that infrastructure does not impede access or use of the footway, for example for wheelchair or pushchair users.

The Freight Plan

45. Officers do not consider, at this stage, that any equalities issues arise from putting the plan out for consultation. Representations would be sought from a wide range of stakeholders via different exercises including an online survey.

Health impact statement

46. Active travel improves physical and mental wellbeing. A shift towards greater walking and cycling and away from car use could also contribute to improvements in air quality, with the associated health benefits.
47. The move from petrol- and diesel-powered vehicles to electric powered vehicles could also improve air quality and therefore the health of our residents and visitors.

Climate change implications

48. The council has a target of being carbon neutral by 2030 as detailed in the Council's Climate Change Strategy. Road transport currently accounts for 22% of the borough's emissions profile therefore a key component of the strategy is encouraging sustainable travel, particularly walking and cycling. To be carbon neutral by 2030 Southwark must be a borough where walking and cycling becomes the default way to get around. The approval of these plans strongly supports the councils' ambitions around sustainable travel and working towards carbon neutrality.

Resource implications

49. Additional staff have been appointed to deliver actions that will arise from the walking, cycling and EV plans.
50. In order to deliver the aspirations as set out in the three plans, projects will need to be fully costed and funding identified.

Financial Implications

51. In order to deliver the aspirations as set out in the three plans, projects will need to be fully costed and funding identified.
52. Capital bids have been submitted for consideration and are going to the Capital Board in July 2024. The outcome of such bids, and the funding secured will determine the scale of the plan that can be delivered. As there are various sources of funding being considered, parts of the plan can be progressed from existing funding while we await the results of the Capital bids, which if successful, will also require Cabinet approval in September 2024.

Consultation

53. This consultation took place between November 2023 and January 2024. The Walking Plan received 64 responses, the Cycling Plan received 260 responses and the EV plan received 22 responses. The full reports detailing

the questions asked and the responses are attached at Appendices 4, 5 and 6. The Walking, Cycling and EV plans have been updated as a result of the consultation.

54. The consultation on the walking, cycling and EV plans was supplementary to the wider Streets for People consultation which received over 9,000 responses from our residents.
55. The focus group meetings were held to discuss the specifics of each plan and these were attended by a total 55 number of people. There was a specific focus group for disabled people which had 12 attendees with a range of disabilities who provided detailed feedback on the Walking and Cycling plans.
56. Whilst the consultation was part of the wider Streets for People consultation, officers acknowledge the low response rate to the consultation on the individual plans. However, the extent of the consultation was comprehensive because it ran for 12 weeks, three focus groups were held and there was a dedicated online survey. Officers are satisfied to recommend the plans for adoption despite the low response rate because this was supplementary to the main consultation and also because these Plans provide detail to the pledges and commitments in the Streets for People strategy.
57. A consultation will take place on the Freight Plan in Autumn 2024. The results of this consultation will be analysed and will inform the final plan; the plan will be submitted for approval at the end of 2024.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Assistant Chief Executive (Governance and Assurance) (AGG 25/06/24)

58. This report seeks Cabinet Member approval for the adoption of the Walking Plan, the Cycling Plan, and the EV Plan. It also seeks Cabinet Member approval to carry out consultation on the draft Freight Plan. These decisions are reserved for the Cabinet Member in accordance with paragraph 13, Part 3D of the council's constitution.
59. The background to the plans and details of the consultation carried out is set out in the body of the report and the appendices. There are no significant legal issues arising from the recommendations in the report. Legal advice will be provided to officers as appropriate in relation to any decisions arising from implementation of the new plans.
60. Officers have considered the council's PSED under section 149 of the Equality Act 2010 at paragraphs 36 to 44 of this report and have concluded that the plans are not considered to have any adverse impacts on persons with protected characteristics, and will advance equality of opportunity.
61. The Human Rights Act 1998 imposes a duty on the council as a public authority to apply the European Convention on Human Rights; as a result the Council must not act in a way which is incompatible with these rights. The relevant rights for highway and traffic purposes are Article 8 (respect for homes); and Article 1 of the First Protocol (peaceful enjoyment of property). The implementation of the

proposals is not anticipated to engage or breach the provisions of the Human Rights Act 1998.

62. Council Assembly on 14 July 2021 approved a change to the council's Constitution to confirm that all decisions made by the council will consider the climate and equality (including socio-economic disadvantage and health inequality) consequences of taking that decision. This has been considered at paragraph 47 above.

Strategic Director, Finance (ENG24/044)

63. This report is requesting the Cabinet Member for Climate Emergency, Clean Air and Streets to note the outcome of the consultation exercises carried out in relation to the draft Walking, Cycling and Electric Vehicle ("EV") Plan and approve the adoption of the revised Plans at Appendix 1, 2, and 3 respectively.
64. The strategic director of finance (SDF) also notes the recommendation to the Cabinet Member to approve the proposed consultation on the Freight Plan, as outlined above.
65. The SDF also notes that these plans derive from the Streets for People strategy and that the projects to deliver the aspirations as set out in the three plans, will be fully costed and the appropriate funding identified.
66. The SDF notes that included in the plan is the aspiration to reduce current vehicle parking space by 10% and advise that any revenue loss be mitigated from new opportunities created by the Walking Cycling and EV plan.
67. The SDF notes that the pledges made are note conditional on the availability of funding and advise that some element of prioritization linked to funding be considered.
68. The SDF notes that a Capital bid is being submitted to address funding requirements (which is yet to be considered by the Corporate Capital Board), and that there is no guarantee that all the additional funding required will be secured - as this may mean a significant call on borrowing at this stage. However, partial funding is available from existing resources, and such may be utilised to fund current commitments – subject to following the appropriate governance for drawdown.
69. It is also noted that the specifications of future estimates will be based on a pilot scheme implemented in 2023/24 (adjusted for inflation & other contingencies & additions for the EV plan). As a result, it is advised that the specifications should be scalable and subject to the level of funding available per time. It is also advised that any future capital expenditure costs resulting from this report (pending the results of any Capital bid submitted) be funding from already secured sources of funding i.e. (S106, Reserves, Grants etc.).
70. Staffing and any other costs connected with these recommendations to be contained within existing departmental revenue and capital budgets.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Streets For People strategy Streets for People Strategy 2023-2030 (4).pdf Streets for People Strategy 2023-2030.pdf	Environment Directorate, Network Management	John Wade 020 7525 0141

APPENDICES

No.	Title
Appendix 1	Walking Plan
Appendix 2	Cycling Plan
Appendix 3	Electric Vehicle (EV) Charging Plan
Appendix 4	Walking Plan consultation report
Appendix 5	Cycling Plan consultation report
Appendix 6	Electric Vehicle (EV) Charging consultation report
Appendix 7	Equalities Impact and Needs Analysis

AUDIT TRAIL

Lead Officer	Matt Clubb, Director of Environment	
Report Author	John Wade – Head of Parking and Network Management	
Version	Final	
Dated	19.7.24	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Assistant Chief Executive, Governance and Assurance	Yes	Yes
Strategic Director, Finance	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team		23 July 2024